

## Appendix D. Unmet Needs by County Gap Analysis

The studies listed in Appendix A, Literature Review, were reviewed to develop a preliminary list of gaps in service for elderly and disabled populations. This summary will be supplemented by information during outreach with stakeholders and transit users. Note that gaps identified in these studies have not been independently verified, and though the studies reviewed are relatively recent, some are several years old (as early as 2000) and conditions may have changed since they were published.

### Types of Service Gaps

Gaps were classified according to the follow categories:

- ┆ Spatial gaps – Are there origins, destinations, or larger areas not served by transit and/or paratransit?
- ┆ Temporal Gaps
  - Hours of operation – Is transportation via transit necessary or highly desirable outside of current service hours / days of week?
  - Frequency – Is more frequent transit service needed to make certain types of trips?
- ┆ Connectivity – Is there difficulty transferring between transit or paratransit services?
- ┆ Paratransit beyond ADA requirements – Are there needs for paratransit service beyond the ADA-mandated level of service?
- ┆ Knowledge and information – What difficulties are there obtaining information about services offered, routes and schedules, or arranging trips? This would include telephone-based services, websites on the internet and signage and maps, including information at transfer centers.
- ┆ Pedestrian access to destinations and transit – Are amenities missing that prevent or hinder people from traveling to and from transit stops, such as missing or damaged sidewalks, lack of curb ramps, etc.?

- I Other – Are there other gaps in transit or paratransit service beyond the categories listed above?

## **Gaps in the Bay Area**

### **Spatial gaps**

- ┆ In some counties, public transit and paratransit services are limited or not available in outlying suburbs and rural areas

### **Temporal Gaps**

#### *Hours of operation*

- ┆ Transit service is often limited during off-peak periods when many seniors and disabled prefer to travel.
- ┆ More frequent service is needed to avoid transfers and/or long waits and travel times.

### **Connectivity**

- ┆ Many trips require transfers between operators, which can be confusing to plan and difficult to complete.
- ┆ Centralization of medical services is increasing the need for multi-operator trips.
- ┆ Because supplemental services are often run by cities and community organizations, they are often not coordinated, have limited service available, and may be limited to travel within a city, or available only to a specific clientele.

### **Paratransit beyond ADA Requirements**

- ┆ Many users of paratransit cannot travel independently on paratransit. Without personalized assistance, paratransit may not be usable by persons who are particularly frail or subject to confusion.
- ┆ Limitations on subscription travel can require frequent reservations, which can be difficult for some users.

### **Knowledge/Information**

- | Information on the full range of alternative modes, including transit, paratransit, and community-based services, can be difficult to find or confusing, especially when seniors initially realize that they need alternatives.
- | Seniors' and disabled individuals' ability or willingness to use transit may be limited by inconsistent announcement of stops and confusing presentation of information (e.g. rolling destination signs, wrapped buses).

### **Pedestrian access to destinations and transit**

- | Additional amenities, such as shelters and benches, are needed.
- | In some places, access to the transit system is difficult because of barriers (e.g., lack of curb cuts, inaccessible stops).
- | Even on accessible vehicles, accessibility features such as lifts, wheelchair securements, etc. don't always accommodate persons with disabilities, or do not accommodate larger wheelchairs.

### **Other**

- | Despite reduced fares on transit, some low-income seniors and people with disabilities have difficulty affording transportation.
- | Some persons need training or assistance in using fixed route transit.
- | Small, federally funded agencies and volunteers that provide rides are limited by concerns about liability, rules about drug testing and allowable tax deductions, and difficulty recruiting volunteers.
- | There is a need for a range of alternatives to be developed and coordinated through DMV, public transit agencies, and senior centers to help people transition from driving to other transportation options
- | There is a need for integrated planning between programs serving persons with disabilities or older adults and transportation services.

## **Gaps in Alameda County**

### **Spatial gaps**

- | Cherryland (an area with a high concentration of board-and-care facilities housing seniors and people with disabilities) has a spatial gap in terms of transit service.
- | Residents of West Oakland need better transportation to medical appointments and grocery stores because neighborhood-based services aren't available.

- | Residents of the East Bay hills lack reliable transportation options—recent service cuts by AC Transit have eliminated some service in this area, which also has restricted availability of paratransit services.
- | Some medical facilities (dialysis centers) are not accessible by public transit/paratransit.
- | BART is generally considered to provide high quality of service, but serves a limited geographic area, and it is often difficult (and costly) to get to BART or get from BART to final destinations. BART is perceived to be the primary regional transit system, but it does not serve many communities, including the cities of Emeryville and Alameda. BART stations should be recognized as hubs, not just destinations, with increased efforts to provide easier and less costly transfers to local transit at both origins and destinations.

### **Temporal Gaps**

#### *Frequency*

- | Older adults in West Oakland would like more frequent daytime bus service.
- | There is a lack of transit coverage with reasonable frequency in some East Oakland locations.

#### *Hours*

- | Older adults in West Oakland would like more bus service on weekends, at night and early in the morning.

### **Paratransit beyond ADA Requirements**

- | Countywide, on-demand and same day service for medical return trips is the top priority for improvement.
- | Need additional capacity on city-based paratransit for non-medical trips, such as group and weekend trips (Central and South County).

- Paratransit riders sometimes need additional assistance such as help carrying groceries inside house.

### **Connectivity**

- Paratransit service is difficult between cities. Passengers indicated that it is particularly difficult to arrange transportation between counties, not knowing who to call, and often finding that significant advance notice (up to 2 weeks, in some cases) is necessary to schedule a trip.

### **Pedestrian access to destinations and transit**

- Better facilities are needed for walking and wheelchair travel (sidewalks, street lighting, trees, stop signs, signals, etc.).
- Sidewalks are lacking in Cherryland (the ADA limits AC Transit's ability to drop off passengers where it is not safe for them to walk).
- Some senior riders have reported that the new AC Transit buses are more difficult to board.

### **Knowledge/Information**

- Need for improved consumer information about paratransit and other transportation options, including information in different languages (North, South, East County).
- As noted above, passengers reported that it is particularly difficult to arrange trips between counties, with multiple phone calls necessary and not enough communication and coordination between service providers in different counties.

### **Other**

- Older adults in West Oakland need (1) more special services (taxi, van, shuttle, paratransit) for seniors & the disabled; and (2) neighborhood shuttle service that takes residents and workers to West Oakland

destinations (grocery shopping, BART, etc.) and to downtown, Emeryville and Jack London Square.

- | There is a lack of accessible taxis, particularly in Central County.
- | Older adults in West Oakland would like less expensive BART and bus tickets/passes.
- | Need for improved mobility for ambulatory and non-ambulatory consumers, such as through travel escorts (North, South and East County).
- | Need for home access improvements (North county).
- | Personal safety is a concern with public transportation and ADA paratransit (including safe waiting places for paratransit riders at destinations). Seniors and disabled riders feel that their safety is especially threatened because drivers are hesitant to enforce priority seating for them on buses with passengers who are unruly or threatening.
- | The cost of paratransit is problematic for low-income riders.
- | Seniors and disabled passengers reported being ridiculed by drivers and passengers, and even passed up by drivers, because they are slow to get on and off the bus.
- | East Bay Paratransit is highly valued and much appreciated. Passengers generally feel it is affordable, but many of them have also reported frustrating negative experiences with service, including not being picked up (or being picked up much later than expected), and being able to get to appointments but not being able to get home.
- | Seniors and disabled passengers indicated that emergency or other short-notice trips are the most difficult to arrange, due to advance notice requirements and limited ability to make last minute adjustments to schedules.



## **Gaps in Contra Costa County**

### **Spatial gaps**

- ┆ Residents expressed a need for service beyond the three-quarter mile limit of existing ADA Paratransit service areas. There is a small but growing ADA eligible population residing outside the service area and the senior population outside the service area is growing at a faster rate than within the service area.
- ┆ CCCTA has limited service to outlying areas of its service area .
- ┆ Some medical facilities (dialysis centers) are not accessible by public transit/paratransit.

### **Temporal gaps**

- ┆ Hours – There is a need for evening service to the Concord Senior Center.

### **Connectivity**

- ┆ The distances from seniors' homes to transportation hubs is too far.
- ┆ Six medical centers were identified as being frequent destinations for Concord seniors, and needing better direct transportation:
  1. County Hospital in Martinez – the main hospital for lower-income people or those with limited health insurance
  2. Mt. Diablo Hospital in Concord
  3. John Muir Medical Center on Ygnacio Valley Road – the main trauma center for the area
  4. Shadelands, a Kaiser Facility in Walnut Creek
  5. Kaiser Facility in Martinez
  6. Rossmoor Clinic for the elderly, in Walnut Creek.
  7. Four separate bus systems (transit districts) make coordination difficult, which makes it difficult for persons to use public transportation.

### Pedestrian access to destinations and transit

- ┆ Need better facilities for walking and wheelchair travel (stop signs, signals, etc.).

### Knowledge/Information

- ┆ Seniors and/or people with disabilities do not know about the full range of transportation options available to them.
- ┆ Spanish-speaking residents identified language barriers related to the following:
  - a. Getting a driver's license
  - b. Getting transit information or publicity about LINK paratransit service and other specialized transportation options
  - c. Awareness about discount fares such as free fare hours for seniors on CCTA
- ┆ Non-English speakers and non-verbal riders have difficulties using LINK paratransit service

### Paratransit beyond ADA Requirements

- ┆ Not all seniors or persons with disabilities are eligible for ADA paratransit service, but still have limited mobility and need transportation.
- ┆ Paratransit riders sometimes need additional assistance such as help carrying groceries inside the house.

### Other

- ┆ Personal safety is a concern with public transportation and ADA paratransit (including safe waiting places for paratransit riders at destinations).
- ┆ The cost of paratransit is problematic for low-income riders.

## **Gaps in Marin County**

### **Spatial gaps**

- | Access to and from West Marin (including communities such as Bolinas and Point Reyes station) is difficult, with limited or no public transit available.
- | It is difficult for Canal neighborhood (San Rafael) residents to take transit to medical facilities, including Kaiser Terra Linda and Marin General.
- | There is limited transit access to ferries from within Marin, to be able to take advantage of this regional transportation connection.

### **Temporal gaps**

- | Weekend service is very limited or not available in some areas of Marin County.

### **Paratransit beyond ADA requirements**

- | A key challenge in Marin County is maintaining service mandated by the ADA, with increasing demand for this service, while still providing at least a safety net of services to those outside of the ADA service area.
- | A number of senior housing facilities are located outside of the ADA mandated paratransit service area.

### **Pedestrian access to destinations and transit**

- | Sidewalks in the Canal neighborhood in San Rafael have accessibility issues. Sidewalks are too narrow, and limited right-of-way is further blocked by vegetation, utility poles and fire hydrants (specific instances include Front, Medway, Belvedere, and Novato Streets).
- | Many intersections are missing curb ramps.
- | Cars are often parked across the sidewalk blocking the pedestrian right-of-way
- | ADA accessibility needs to be improved for bus stops.

## **Other**

- | There is a need for more ADA accessible taxis.

## **Gaps in Napa County**

### **Spatial gaps**

- | Service is insufficient in and between American Canyon and other communities not located within the core service area (City of Napa).
- | Medical centers are far from senior communities and the trend is toward more regional facilities, which can require a trip across service boundaries.

### **Temporal gaps**

- | Hours - weekend service is very limited or not available within Napa County.

### **Connectivity**

- | Connections with other transit services are limited; more frequent service is needed especially within Vallejo, where connections to other parts of the region can be made.
- | Too often transfers between multiple systems (even for short trips) are necessary for ADA paratransit service.

### **Paratransit beyond ADA requirements**

- | More flexible paratransit scheduling is needed.

### **Pedestrian access to destinations and transit**

- | Transportation services and local streets are not designed to accommodate seniors or persons with disabilities. Sidewalks are in poor condition and there are no benches or other places to sit and rest.

### **Knowledge and information**

- | Seniors and/or people with disabilities do not know about the full range of transportation options available to them.

### **Other**

- | Low-income seniors and persons with disabilities need strategies to offset the cost of transportation to healthcare and grocery stores

## **Gaps in San Francisco County**

### **Connectivity**

- | Improved connectivity and fare integration is needed to transfer to regional transit and paratransit transportation services.

### **Paratransit beyond ADA Requirements**

- | Support is needed for escorted trips for especially frail people who need a travel companion.
- | Increased coordination between transit and paratransit services is needed.
- | Patients traveling to and from hospitals lack affordable transportation service (other than ambulances).
- | Residents in residential care facilities do not have transportation services.
- | With capping of the taxi scrip program, same-day service is not available for many paratransit consumers.

### **Knowledge and Information**

- | Seniors and people with disabilities are not aware of existing transportation services - there is a need for more education / transit training

### **Access to Destinations and Transit**

- | Longer crossing times, upgraded signals and more visible crosswalks are needed, and increased driver education, awareness and sensitivity to pedestrian safety is also necessary.
- | Senior centers are not always accessible; difficult to find space to locate facilities close to transit, and locations that are close to transit can be on busy, hard-to-cross streets.
- | Pedestrian safety needs to be addressed at light rail crossings
- | Safety also needs to be increased at bus stops.

### **Other**

- | Although transit service is more extensive than in other counties, there is a need for smoother, more reliable transfers.
- | People need help getting up and down steps of homes and apartment buildings.
- | There is a need for neighborhood taxi stands and taxi stands that are more accessible to destinations. Curb space can be unavailable for taxi/van drivers assisting passengers from the vehicle to their destination; they are not allowed to park in a blue zone.

## **Gaps in San Mateo County**

### **Spatial gaps**

- | There are relatively high concentrations of older people in areas that are difficult to serve with transit and are far from services and shopping. These neighborhoods include:

Areas west of I-280 in the Northern part of the county

Foster City

West Menlo park

Low density "hills" areas

- l Only six cities (Brisbane, Daly City, Millbrae, Foster City, Menlo Park and East Palo Alto) have community transit services to address the local needs of seniors and people with disabilities that are not met by SamTrans, Caltrain, or BART.
- l Transit and paratransit services are very limited in west county, towards the coast.

### **Pedestrian connections and amenities**

- | In many areas, poor pedestrian amenities make it difficult for seniors or people with disabilities to walk (or go by wheelchair) to local stores and services. These conditions include missing sidewalks, poorly maintained sidewalks, a lack of curb ramps and medians, confusing intersections, and short crossing times for wide streets, etc.
- | Poor pedestrian amenities also make it difficult to access bus stops.

### **Frequency**

- | Service is infrequent or not available when some seniors and people with disabilities need to travel – evenings, weekends, etc.

### **Paratransit service that exceeds ADA requirements**

- | Some seniors and people with disabilities who live in areas with limited bus and rail service and do not drive are not eligible for ADA Paratransit (Redi-Wheels).
- | Some people with disabilities need personalized assistance (escort service) that is not available on Redi-Wheels.
- | Residents of the county's 26 Skilled Nursing Facilities have a limited level of mobility and need a higher level of service than is provided through existing ADA paratransit service.
- | Sometimes people with disabilities need transportation service on shorter notice than is currently available. Sometimes people have urgent needs for services before the ADA eligibility process can be completed (e.g. for hospital discharges).
- | Improved regional transportation services are needed, to San Francisco, Santa Clara County and beyond.

### **Knowledge and information**



- | Language barriers make it difficult for seniors and adults with disabilities to use existing public transit services.
- | Comprehensive information about alternatives to driving is not easily available for seniors and people with disabilities.

**Other:**

- | There is limited assistance for seniors transitioning from driving to transit.

**Gaps in Santa Clara County**

**Spatial gaps**

- | South County has limited transit service.
- | Seniors in Gilroy would like more service within local neighborhoods.
- | Seniors in Gilroy would like improved connections to housing and shopping.
- | Persons living in the hills are especially isolated, far from transportation services.

**Connectivity**

- | Countywide, there is a lack of coordination between bus and light rail schedules
- | There is also opportunity for increased coordination among senior centers in the provision of transportation services.
- | County to county transit services and connections could be improved.

**Paratransit beyond ADA Requirements**

- | There is a need for escorted transportation (paratransit) for seniors, including those without disabilities.
- | Growing concern is seniors who are unable to use VTA or Outreach due to confusion, frailty, or language barriers for non-English speakers.

### **Pedestrian access to destinations and transit**

- | Seniors in Gilroy would like improved pedestrian facilities.
- | Walking and travel by wheelchair can be difficult/dangerous on busy streets; crossing times are too short.

### **Knowledge and information**

- | Language barriers make it difficult for non-English speaking older adults to get to where they want to go.

### **Other**

- | Seniors in Gilroy would like more agency-provided rides to services, discounts on taxi services, a community helper/escort program and volunteer driver programs.
- | Seniors are often unable to use VTA or Outreach due to confusion, frailty, or language barriers for non-English speakers.
- | Physical assistance is needed for seniors to be able to board public transit.
- | Outreach (paratransit) is too costly for many seniors.
- | Same day urgent trips are not affordable.
- | Liability issues for volunteer drivers serving frail elderly must be addressed to make these services more viable and cost-effective.

## **Gaps in Solano County**

### **Spatial gaps**

- | Trips to obtain health care are the biggest challenge for the County's senior and disabled residents
- | Transportation for urgent same-day medical trips is a high priority
- | Dixon residents are concerned about paratransit service for health-care related trips for non-disabled riders (especially non-disabled seniors).

- | Medical transportation is difficult for residents of Benicia, Dixon, Rio Vista and Vacaville. Transportation to medical facilities is particularly difficult in the following locations:
  1. Dixon residents need improved access to medical services in Yolo County, including paratransit service to medical appointments in Davis.
  2. Rio Vista residents must travel outside Rio Vista to medical appointments, which can be difficult.
  3. Vacaville residents are in close proximity to Kaiser, but there are poor transit connections to the facility.
- | It is difficult to use transit to travel from outside Fairfield to the Fairfield Senior Center.
- | Rio Vista's senior and disabled residents would like additional transit service to Fairfield (on a day other than just Friday) and to the Pittsburg/Bay Point BART station.
- | A shopping shuttle is a high priority for senior and disabled county residents.

### **Temporal gaps**

- | Hours – Additional transit and paratransit services are needed earlier and later during the day, and on weekends, especially Sunday.

### **Frequency**

- | Buses do not run frequently enough (on weekdays or weekends)

### **Connectivity**

- | Connections are difficult
- | Need to use multiple systems (even for short trips) on ADA paratransit

### **Pedestrian access to destinations and transit**

- | Difficult to walk to and/or wait at stops
- | Desire for safer pedestrian crossings

### **Knowledge and information**

- | Seniors and/or people with disabilities do not know about the full range of transportation options available to them.

## **Gaps in Sonoma County**

### **Spatial gaps**

- | The large size of the county makes it difficult to provide transit service.
- | There is limited or no public transportation in some of the rural areas of Sonoma County, including especially West County. Many seniors in West County (including Guerneville, Sebastopol, Forestville and remote coastal communities such as Sea Ranch and Cazadero) are physically isolated from needed services. Many are on fixed incomes and cannot afford to relocate and winters are particularly difficult periods of isolation due to power outages and flooding.
- | Sonoma County's natural boundaries present unique challenges for service delivery. Santa Rosa, as the urban center of the county, provides many health and social services, but access to these services from outlying areas can be difficult.
- | There is a need for increased bus service directly into neighborhoods so that people don't have to walk as far to catch a bus.

### **Temporal Gaps**

- | Hours of operation - increased weekend, evening and holiday bus service is needed.

### **Paratransit beyond ADA requirements**

- | It is difficult to make last minute reservations for paratransit service.

### **Pedestrian access to destinations and transit**

- | Not possible for some persons to walk the distance to public transit stops.
- | Benches are needed at bus stops to sit on and wait.

### **Knowledge and information**

- | There is the perception among some people that it is too difficult to navigate the bus system

### **Other**

- | There is a need for more volunteer drivers and improved service, especially to serve areas outside of the current service area.

